

STATE OF CALIFORNIA
CAPITAL OUTLAY
BUDGET CHANGE PROPOSAL (COBCP)
COVER PAGE (REV 06/15)

DEPARTMENT OF FINANCE
915 L Street
Sacramento, CA 95814
IMS Mail Code: A15

BUDGET YEAR 2016-17

BUSINESS UNIT: 3790 COBCP NO: 11 PRIORITY: 11 PROJECT ID: 0000912

DEPARTMENT: Department of Parks and Recreation

PROJECT TITLE: El Capitan SB: Entrance Improvements

TOTAL REQUEST (Dollars in Thousands) \$358 MAJOR/MINOR: MA

PHASE(S) TO BE FUNDED: P PROJ CAT: CRI CCCI: 6062

SUMMARY OF PROPOSAL:

The Department of Parks and Recreation (Department) is requesting \$358,000 for the preliminary plans phase from available Proposition 84 bond funds (Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006) to address safety and operational issues at the park entrance. This project will provide an alternate safe route for pedestrians and bicyclists, provide increased space for today's larger vehicles on the park road and entrance area, replace a culvert with a bridge to allow the endangered steelhead trout a barrier free passage, and replace the aging and damaged entrance kiosk.

HAS A BUDGET PACKAGE BEEN COMPLETED FOR THIS PROJECT? N


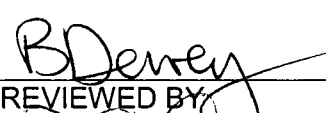


REQUIRES LEGISLATION? N IF YES, LIST CODE SECTIONS:

REQUIRES PROVISIONAL LANGUAGE? Y

IMPACT ON SUPPORT BUDGET: ONE-TIME COSTS: N FUTURE COSTS: Y
FUTURE SAVINGS: Y REVENUE: N

DOES PROPOSAL AFFECT ANOTHER DEPARTMENT? IF YES, ATTACH COMMENTS N
OF AFFECTED DEPARTMENT SIGNED BY ITS DIRECTOR/DESIGNEE.

SIGNATURE APPROVALS:

	12/31/15		12/31/15
PREPARED BY	DATE	REVIEWED BY	DATE
	1-4-16		1/4/16
DEPARTMENT DIRECTOR	DATE	AGENCY SECRETARY	DATE

DOF ANALYST USE

DOF ISSUE # ____ PROGRAM CAT: ____ PROJECT CAT: ____ BUDG PACK STATUS: ____
ADDED REVIEW: SUPPORT: ____ OCIU: ____ FSCU/ITCU: ____ OSAE: ____ CALSTARS: ____

Original Signed By: Andrea Scharffer PPBA: 1-7-14
DATE SUBMITTED TO LEGISLATURE: 1-7-14

A. PURPOSE OF THE PROJECT

El Capitan State Beach is located on the central portion of the Santa Barbara County coastline and adjoins Refugio State Beach to the west. The park contains both camping and day-use facilities and is heavily used year-round, but especially during the summer months. The day-use and camping facilities are filled to capacity approximately 175 days of the year, and in July and August there are an average of 2,000 campers turned away per month.

Each day, up to 1,000 bicyclists and pedestrians pass through the park to the beach from a privately-owned resort located just inland of the park. The primary route of travel for these visitors is the park entrance road as it is the most direct route to the beach. Although there is a path adjacent to the road, most visitors do not use it because it is not accessible or suitable for bicyclists, and is considered much less convenient. Unfortunately, this increases the number of conflicts between pedestrians and bicyclists and vehicles on the narrow entrance road, decreasing safety for all. As recreational vehicles (RVs) have gotten larger, the narrow entrance road has become less acceptable in general, and the pedestrian and bicycle conflicts with drivers of recreational vehicles exacerbate the situation, leading to increased safety risks.

The entrance road crosses El Capitan Creek approximately mid-way of its quarter mile length. El Capitan Creek has been designated critical habitat for the southern California steelhead. The road crosses the creek over a large culvert which has introduced erosion to the creek and created a barrier to endangered steelhead fish passage. The crossing location is also a choke point along the road where all vehicles, pedestrians and bicyclists must come together to cross the creek over the narrow culvert. Although no significant accidents have occurred at this location, this narrow passage has increased safety risks. Furthermore, throughout the region, culverts and other barriers to fish passage are being replaced with "fish-friendly" crossings, such as bridges. A wider bridge crossing at this location would improve safety for the public and facilitate fish passage.

The entrance kiosk for this park has reached the end of its useful life. It is small, not compliant with Americans with Disabilities Act (ADA) guidelines, and is located such that it is often damaged by the larger RVs entering the park due to tight turning radius around the entrance area. The repeated repairs to the kiosk are costly, use valuable maintenance time and are causing long-term damage to the kiosk.

Provisional Language:

Provisional language is requested making these program funds available for encumbrance for two years, rather than one year, due to the following:

- This project is in a coastal area and a place of natural sensitivity. This results in longer than average time requirements for design, permitting, environmental compliance, and construction.

B. RELATIONSHIP TO THE STRATEGIC PLAN

The mission of the California Department of Parks and Recreation is to provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation.

This project furthers the California State Parks Strategic Action Plan 2013-14 of the Department's mission by contributing to the following goals:

- Restore public trust and accountability. Improving the entrance road will allow the park to meet visitor needs, restore the natural resources impacted by the existing road and culvert, and prevent any further impacts to these resources.
- Protect and preserve resources and facilities in the existing State Park System. The Natural Resources Mission is to acquire, protect, restore, maintain and sustain outstanding and representative examples of California's natural and scenic values for the benefit of present and future generations. The southern steelhead is one such outstanding and representative natural treasure. A new entrance road with a bridge to replace the existing culvert will allow the endangered steelhead to pass through with fewer barriers.

C. ALTERNATIVES

The following alternative solutions were considered to address the identified deficiencies

Alternative 1: Provide alternate route for pedestrians and bicyclists, improve park road and entrance area, replace culvert with a bridge, and replace entrance kiosk (this project). This alternative will enhance public safety by providing an alternate route for pedestrians and bicyclists, will improve circulation for larger RVs by improving the park entrance road and entrance kiosk area, will provide for fish passage by replacing the culvert crossing with a bridge and will improve service to the public by replacing the entrance kiosk.

Alternative 2: Restrict pedestrian and bicycle entrance to the park. This alternative would improve public safety on the park entrance road by restricting bicyclists and pedestrians from entering the park from outside (only allow vehicle entrance). While it is true that a major portion of the project is needed due to the presence of large numbers of people who are not staying at the park, it violates the mission of California State Parks to not allow them access. The mission of the Department is to "create opportunities for high-quality outdoor recreation." The mission would be better served by finding a way to accommodate a variety of users rather than restricting their access. In addition, this alternative does not provide for fish passage, replace the aging kiosk, or improve circulation routes for larger RVs.

Alternative 3: Make improvements as separate projects. This alternative would provide all the improvements of Alternative 1, but segmented as separate projects. This alternative saves costs in the short term because each project would be less expensive, but overall, the cost would be greater. Each part of this project touches the other parts so there would be redundancy in implementing the parts separately, introducing more cost. In addition, there are savings in overhead and mobilization by performing all the parts at one time. This alternative meets the goals of the project but at a higher cost, longer inconvenience to the public and longer disruption to park operations.

Alternative 4: No Project. This alternative is less costly but the park would continue to experience vehicle, pedestrian, and bicycle conflicts, the creek crossing would continue to be a barrier to fish passage, the park road and entrance would continue to be inadequate for the larger RVs now using the park and the entrance kiosk would ultimately be unusable due to deterioration and damage from visitor RVs. This alternative does not meet the Department's mission of "creating opportunities for high-quality outdoor recreation."

D. RECOMMENDED SOLUTION

1. Recommended Alternative and Why

The recommended solution is Alternative 1 - Provide alternate route for pedestrians and bicyclists, improve park road and entrance area, replace culvert with a bridge, and replace entrance kiosk. This alternative will enhance public safety by providing an alternate route for pedestrians and bicyclists, will improve circulation for larger RVs by improving the park entrance road and entrance kiosk area, will provide for fish passage by replacing the culvert crossing with a bridge and will improve service to the public and reduce maintenance costs by replacing the entrance kiosk. This is the only alternative that meets all of the project goals in a cost effective manner and is according to the mission of the Department.

2. Detailed Scope Description

This project will improve the entrance to the park in the following ways:

- Reduce conflicts between vehicles, pedestrians, and bicyclists by providing an alternate route which is appealing, usable by bicyclists and a relatively direct route to the beach.
- Improve circulation for larger RVs by making improvements to the quarter mile entrance road, such as widening, and by reconfiguring the circulation around the entrance kiosk to eliminate collisions with the building.
- Provide for fish passage and eliminate the choke point over the creek by replacing the narrow culvert crossing with a wider bridge.
- Replace the aging, non-compliant entrance kiosk with a modern and ADA-compliant building.

3. Basis for Cost Information

Public works contract costs have been estimated by DPR based on the detailed project scope description, schematics and outline specifications. The estimate is based on RSMeans cost data. Costs are then adjusted for general conditions of the contract, the contractor's overhead, profit and bonds/insurance. The estimate is then adjusted to the midpoint of the anticipated construction period at a rate of 0.42 percent per month to adjust for the effects of inflation.

Agency retained costs are based on the staff effort and associated operating expense required to accomplish the identified tasks. Agency retained costs are calculated based on approved salary rates as of January 2015.

4. Comparison to Least Expensive Alternative

The least expensive alternative would be to do no project. However, under this scenario, the park would continue to experience vehicle, pedestrian, and bicycle conflicts, the creek crossing would continue to be a barrier to fish passage, the park road and entrance would continue to be inadequate for the larger RVs now using the park and the entrance kiosk would ultimately be unusable due to deterioration and damage from visitor RVs. Further, the "do nothing" alternative does not allow the department to meet its mission of "creating opportunities for high-quality outdoor recreation."

5. Impact on Support Budget

There are no anticipated impacts to the Department's support budget if this project is approved. Though it is anticipated necessary maintenance and repair work currently required on the kiosk due to vehicles colliding with the structure will decrease.

6. Project Risks/Secondary Effects

It is expected that the reconfiguration of the park entrance will result in fewer collisions between vehicles and the entrance kiosk thus reducing maintenance costs. Accommodating larger RVs at the park's entrance may increase the demand for additional large campsites within the campground.

7. Interagency Coordination

Due to the work anticipated in the riparian areas for the alternate bicycle and pedestrian route and the culvert replacement, it is anticipated that coordination will be required with the Army Corps of Engineers, Regional Water Quality Control Board, California Department of Fish and Wildlife, and the US Fish and Wildlife Service. In addition, a coastal development permit will be required from the County of Santa Barbara.

8. Attendance History

Recent annual attendance is as follows:

Year	Day-Use	Camping	Total
2009/10	56,733	147,117	203,850
2010/11	62,611	147,501	210,112
2011/12	73,135	144,438	217,573
2012/13	71,173	132,451	203,624
2013/14	80,206	152,841	233,047

9. Environmental Indicators

Chapter 664, Statutes of 2003 expresses legislative intent that departments within the Resources Agency use environmental indicators, where applicable, in the development of budget proposals. The Environmental Protection Agency and the Resources Agency have jointly developed an initial set of Environmental Protection Indicators for California. This project could result in improvements in the following indicators:

- Water Indicators – Water Quality – Multiple Beneficial Uses – Aquatic Life and Swimming uses assessed in 2000 (Type I): Replacing an existing culvert with a bridge to allow endangered steelhead to travel with fewer barriers.
- Water Indicators – Water Quality – Recreation – Coastal Beach Availability – Extent of coastal beaches posted or closed (Type I): Alternative 1 (this project) will allow pedestrians and bicyclists continued access to the beach. Without this project, the road may have to be closed to non-motorist visitors.
- Ecosystem Health Indicators – Land Cover and Management & Threatened and Endangered Species – Threatened and Endangered Species – California Threatened and Endangered Species (Type I): This project will allow migrating adult endangered steelhead unrestricted access to spawning grounds.

E. CONSISTENCY WITH GOVERNMENT CODE SECTION 65041.1

1. Does the recommended solution (project) promote infill development by rehabilitating existing infrastructure?

Yes

Explanation:

This project will repair an existing road and replace an existing culvert with a larger bridge able to accommodate the differing modes of traffic and heavy flow of visitors going into the park.

2. Does the project improve the protection of environmental and agricultural resources by protecting and preserving the state's most valuable natural resources? **Yes**

Explanation:

This project will enhance habitat and increase spawning opportunity for a federally listed endangered species.

3. Does the project encourage efficient development patterns by ensuring that infrastructure associated with development, other than infill, support efficient use of land and is appropriately planned for growth? **Yes**

Explanation:

This project will expand the existing road to accommodate the increasing amount of visitors to this park.

F. JUSTIFICATION FOR AGENCY RETAINED ITEMS

This project proposes to improve the park entrance road, replace a culvert with a bridge for fish passage, and replace the aging and damaged entrance kiosk. Due to the work anticipated in the riparian areas for the alternate bicycle and pedestrian route and the culvert replacement, it is anticipated that coordination will be required with the Army Corps of Engineers, Regional Water Quality Control Board, California Department of Fish and Wildlife, and the US Fish and Wildlife Service. In addition, a coastal development permit will be required from the County of Santa Barbara.

Environmental, Cultural Resources and Natural Resources staff will be required to obtain permits, ensure the project is in compliance with all regulatory agency controls, and monitor activities to ensure minimal impact to surrounding resources.

G. PROPOSITION 84 - BOND ACCOUNTABILITY

This project will be funded from Proposition 84, (Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006) which provides \$400 million to the Department to achieve the following goals:

- (1) The restoration, rehabilitation and improvement of existing state park system lands and facilities.
- (2) The expansion of the state park system to reflect the growing population and shifting population centers and needs of the state.
- (3) The protection of representative natural resources based on the criteria and priorities identified in Public Resources Code Section 75071.

This proposal is consistent with those goals and that of the mission of the Department, the California State Parks Strategic Action Plan 2013-14 and the criteria under the Department's approved Bond Accountability process for the bond's implementation, in accordance with the Governor's Executive Order # S-02-07.

This project will be entered into the Proposition 84 website once authorized and status information on the website will be updated on a quarterly basis. The Department will follow all provisions of existing law related to project implementation.

At the completion of the project, follow-up accountability will be ensured through compliance with the Department's Proposition 84 Follow-Up Accountability Plan. Upon completion of each project, the Project Manager will send a memo to the Program Manager and the project file certifying:

- The amount spent on the project by fund source
- The completed project scope
- The completion date

The Program Manager will review the project close-out certification and the Proposition 84 website will be updated to reflect project completion. All departmental records will be retained according to the approved Department record retention schedule and applicable Proposition 84 bond records will remain available for 35 years for a more detailed audit if it is determined to be necessary.

**DEPARTMENT OF PARKS AND RECREATION
ACQUISITION AND DEVELOPMENT
CAPITAL OUTLAY COST ESTIMATE**

UNIT: El Capitan State Beach
PROJECT: Entrance Improvements

DATE: 6/19/2015
BY: SML MB

DESCRIPTION

This project will provide an alternate safe route for pedestrians and bicyclists, provide increased space for today's larger vehicles on the park road and entrance area, replace a culvert with a bridge to allow the endangered steelhead trout a barrier free passage, and replace the aging and damaged entrance kiosk.

ESTIMATE SUMMARY

Item:

DEMOLITION	18,000
ROAD AND TRAIL IMPROVEMENTS	1,231,000
BUILDINGS	343,000
MITIGATION PLANTING	<u>128,000</u>

ESTIMATED TOTAL CURRENT COSTS on April 30, 2015	CCCI 6062	1,720,000
Escalate to Constr Start 49 months at 0.42%/mo		354,000
Escalate to Constr Midpoint 4.5 months at 0.42%/mo		<u>33,000</u>
ESTIMATED TOTAL CONTRACTS		2,107,000
Contingency @ 7%		<u>147,000</u>
ESTIMATED TOTAL CONSTRUCTION COST		2,254,000
ARCHITECTURAL AND ENGINEERING SERVICES		614,000
OTHER PROJECT COSTS		<u>288,000</u>
ESTIMATED TOTAL CONTRACTING AGENCY COSTS		3,156,000
AGENCY RETAINED ITEMS		<u>274,000</u>
ESTIMATED TOTAL PROJECT COST		3,430,000

**DEPARTMENT OF PARKS AND RECREATION
ACQUISITION AND DEVELOPMENT
CAPITAL OUTLAY COST ESTIMATE
SUMMARY OF COSTS BY PHASE**

UNIT: El Capitan State Beach
PROJECT: Entrance Improvements

DATE: 6/19/2015
BY: SML MB

CATEGORY	S	P	W	C	E	TOTAL
PW CONTRACT COSTS						
PW Contract				2,107,000		2,107,000
PW Contingency				147,000		147,000
SUBTOTAL PW CONSTRUCTION COST				2,254,000		2,254,000
A & E SERVICES						
A & E Design	-	165,000	205,000	59,000		429,000
As-Built Drawings				-		-
Inspection Services				185,000		185,000
Other	-	-	-	-		-
SUBTOTAL A&E SERVICES	-	165,000	205,000	244,000		614,000
OTHER PROJECT COSTS						
Accessibility Review			-	-		-
Construction Management		5,000	5,000	50,000		60,000
Contract Administration	-	-	8,000	-		8,000
Estimating	-	5,000	5,000	5,000		15,000
Fees	-	-	10,000	15,000		25,000
GIS	-	5,000	5,000	-		10,000
HAZMAT	-	-	-	-		-
Office Administration	-	-	-	-		-
Other	-	-	-	-		-
Permits	-	-	45,000	-		45,000
Project Management	-	25,000	25,000	15,000		65,000
Public Communications	-	-	-	-		-
Specialty Consultants	-	60,000	-	-		60,000
Testing	-	-	-	-		-
SUBTOTAL OTHER PROJECT COSTS	-	100,000	103,000	85,000		288,000
TOTAL CONTRACTING AGENCY COST	-	265,000	308,000	2,583,000	-	3,156,000
AGENCY RETAINED ITEMS						
ARI Consultant Contracts	-	-	-	-		-
Cultural Resources	-	17,000	40,000	10,000		67,000
Environmental Review	-	40,000	10,000	-		50,000
Equipment / Material						-
Furniture / Fixtures						-
General Plan	-	-	-	-		-
Monitoring	-	-	-	72,000		72,000
Interpretation	-	-	-	-		-
Natural Resources	-	36,000	20,000	14,000		70,000
Other	-	-	-	-		-
Signs						-
Site Furnishings				15,000		15,000
Site Surveys	-	-	-	-		-
TOTAL AGENCY RETAINED COSTS	-	93,000	70,000	111,000	-	274,000
TOTAL ESTIMATED PROJECT COST	-	358,000	378,000	2,694,000	-	3,430,000

STATE OF CALIFORNIA							Budget Year 2016-17	
CAPITAL OUTLAY BUDGET CHANGE PROPOSAL (COBCP)							Proj ID:	0000912
FISCAL IMPACT WORKSHEET								
Department Title:		Department of Parks and Recreation					BU/Entity:	3790
Project Title:		El Capitan SB: Entrance Improvements					Program ID	2860
Program Category:		CRI - Critical Infrastructure Deficiencies - Existing					COBCP #:	11
Program Subcategory:		OSF - Operational Support Facilities					Priority:	11
							MA/Mt:	MA
	Existing Authority	January 10 Action	April 1 Action	May 1 Action	May 14 Action	Special Action	Project Total	
FUNDING								
bu-ref-fund-eny-year ph action								
3790-301-6051-16-16 P BA		358					358	
3790-301-6051-17-17 W FF		378					378	
3790-301-6051-18-18 C FF		2,694					2,694	
TOTAL FUNDING	0	3,430	0	0	0	0	3,430	
PROJECT COSTS								
Study							0	
Acquisition							0	
Performance Criteria							0	
Preliminary Plans		358					358	
Working Drawings		378					378	
Total Construction or Design-Build Equipment (Group 2)	0	2,694	0	0	0	0	2,694	
TOTAL COSTS	0	3,430	0	0	0	0	3,430	
CONSTRUCTION OR DESIGN-BUILD DETAIL								
Contract		2,107					2,107	
Contingency		147					147	
A&E		244					244	
Agency Retained		111					111	
Other		85					85	
TOTAL CONSTRUCTION OR DESIGN-BUILD	0	2,694	0	0	0	0	2,694	
FUTURE FUNDING	0	0	0	0	0	0	0	
SCHEDULE								
Study Completion	mm/dd/yyyy							
Acquisition Approval								
Start Preliminary Plans/Performance Criteria	7/1/2016							
Preliminary Plan/Performance Criteria Approval	1/15/2018							
Approval to Proceed to Bid	1/15/2019							
Contract Award Approval	3/15/2019							
Project Completion	6/30/2020							
PROJECT SPECIFIC CODES								
Proj Mgmt:	DPR	Location:	El Capitan SB					
Budg Pack:	N	County:	Santa Barbara					
Proj Cat:	CRI	City:	Goleta					
Req Legis:	N	Cong Dist:	2					
Req Prov:	Y	Sen Dist:	19					
SO/LA Imp:	Y	Assm Dist:	37					

STATE OF CALIFORNIA		Budget Year 2016-17	
CAPITAL OUTLAY BUDGET CHANGE PROPOSAL (COBCP)		Proj ID:	0000912
FISCAL DETAIL WORKSHEET			
Department Title:	Department of Parks and Recreation	BU/Entity:	3790
Project Title:	El Capitan SB: Entrance Improvements	Program ID	2860
Program Category:	CRI - Critical Infrastructure Deficiencies - Existing	COBCP #:	11
Program Subcategory:	OSF - Operational Support Facilities	Priority:	11
		MA/MI:	MA
<i>Identify all items which fit into the categories listed below. Attach a detailed list if funding is included in this request. Provide descriptions and summary estimates for items for which you plan to request funding in the future. When possible, identify funding needs by fiscal year (BY+1 through BY+4).</i>			
PROJECT RELATED COSTS		COST	TOTAL
AGENCY RETAINED:			
Environmental Review (Preliminary Plans: 40; Working Drawings: 10; Construction: 0)		50	
Cultural Resources (Preliminary Plans: 17; Working Drawings: 40; Construction: 10)		67	
Natural Resources (Preliminary Plans: 36; Working Drawings: 20; Construction: 14)		70	
Monitoring		72	
Site Furnishings		15	
TOTAL AGENCY RETAINED			274
GROUP 2 EQUIPMENT			
TOTAL GROUP2 EQUIPMENT			0
IMPACT ON SUPPORT BUDGET		COST	TOTAL
ONE-TIME COSTS			
TOTAL SUPPORT ONE-TIME COSTS			0
ANNUAL ONGOING FUTURE COSTS			
TOTAL SUPPORT ANNUAL COSTS			0
ANNUAL ONGOING FUTURE SAVINGS			
TOTAL SUPPORT ANNUAL SAVINGS			0
ANNUAL ONGOING FUTURE REVENUE			
TOTAL SUPPORT ANNUAL REVENUE			0

STATE OF CALIFORNIA

Budget Year 2016-17

CAPITAL OUTLAY BUDGET CHANGE PROPOSAL (COBCP)

Proj ID: 0000912

SCOPE/ASSUMPTIONS WORKSHEET

Department Title:	Department of Parks and Recreation	BU/Entity:	3790
Project Title:	El Capitan SB: Entrance Improvements	Program ID	2860
Program Category:	CRI - Critical Infrastructure Deficiencies - Existing	COBCP #:	11
Program Subcategory:	OSF - Operational Support Facilities	Priority:	11
		MA/MI:	MA

Project Specific Proposals: For new projects provide proposed Scope language. For continuing projects provide the latest approved Scope language. Enter Scope language in cell A110.

Conceptual Proposals: Provide a brief discussion of proposal defining assumptions supporting the level of funding proposed by fiscal year in relation to outstanding need identified for that fiscal year. (Also include scope descriptions for BY+1 through BY+4 in cell A110).

This project will provide an alternate safe route for pedestrians and bicyclists, provide increased space for today's larger vehicles on the park road and entrance area, replace a culvert with a bridge to allow the endangered steelhead trout a barrier free passage, and replace the aging and damaged entrance kiosk.